DOCUMENT RESUME

ED 065 090 HE 003 250

AUTHOR Martinko, Agnes
TITLE Current Status of the Planning Process Particularly in Higher Education in Other States.
INSTITUTION Pennsylvania State Dept. of Education, Harrisburg. Bureau of Educational Research.
PUB DATE Jun 72
NOTE 21p.

EDRS PRICE MF-$0.65 HC-$3.29
DESCRIPTORS *Educational Development; *Educational Planning; *Higher Education; *Planning; *Statewide Planning

ABSTRACT

The very nature of planning in any field involves the anticipation of events that might emerge in the institution or institutions being planned for. It is important for state education agencies to develop 3 kinds of interrelating goals and policies: (1) those relating to its own organization and operation; (2) those pertaining to the organization and operation of the education programs in the state; and (3) those pertaining to the state's relations with other agencies, institutions and organizations within and without the state. This document outlines general planning concepts and concepts for comprehensive educational planning and central higher education planning. Suggestions are made for the implementation of planning techniques in both a general scope and in the specific field of higher education. An extensive bibliography is included. (HS)

ED 065090

# CURRENT STATUS OF THE PLANNING PROCESS PARTICULARLY IN HIGHER EDUCATION IN OTHER STATES

Pennsylvania Department of Education
Bureau of Educational Research
Division of Higher Education Research

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

Agnes Martinko
Educational Research Associate

June 1972

HE 003 250

TABLE OF CONTENTS


| | Page No. |
|---|---|
| Summary | |
| General Planning Concepts | 1 |
| Comprehensive Educational Planning | 2 |
| Central Higher Education Planning | 2 |
| Implementation | 4 |
| Planning Techniques | 8 |
| Bibliography | 15 |




2

## SUMMARY

The planning process concerns itself with the consequence of historically rooted trends, the results of present and future decisions and randomness of unanticipated events. An estimate of the future situation is the result of: prediction based on projection of present trends, choice of goals and an estimate of the extent to which they will be realized and estimates of the probabilities of various possible and relevant events.

State education agencies should develop, or provide leadership in developing, three kinds of interrelated goals and policies: (1) those relating to its own organization and operation, (2) those pertaining to the organization and operation of the education program in the state and (3) those pertaining to its relations with other agencies, institutions and organizations within and without the state.

A survey of states indicates that staff planning units are being developed in order to establish an appropriate mechanism in the state education agency for the development of systematic and comprehensive plans for review by governing boards. Individual states evaluate and adjust their planning mechanisms to determine the optimal pattern to fit particular characteristics as well as adjust to the varied organizational, political and legal circumstances among the states.

The staffs of planning units range in size from a minimum of 4 to a maximum of 18. The consensus of the literature stressed the necessity for a minimum of three persons to form the nucleus of a separate planning unit. It is assumed that those who are involved in the details of planning will be closely related to decision-makers at all levels and will be free of operational duties.

The purpose of planning is to minimize accidental change and to maximize intentional change. Organizations change because of the force of circumstances and because of the future-oriented plans that are made. The necessity and the force of changing circumstances allow the possibility for creative planning, but do not always generate the reactions necessary to alter traditional processes. Planning, to be effective, must challenge the institutionalization of the status quo in order to achieve greater relevance to meet the needs and expectations of society along with improved ability to focus on crucial issues which trigger or direct activities toward the achievement of broad goals.

Higher education planning is an emerging entity among the states that are utilizing comprehensive education planning. An effort was made to direct comments in this report to the specifics of higher education planning. However, many of the implementation procedures and planning techniques are general planning concepts.

Among the publications reviewed were reports of several comprehensive studies. Susan Londergan's study, Establishing an Educational Planning Unit for Delaware Department of Public Instruction was based upon a survey of all 50 states. Comprehensive Planning in State Educational Agencies by Richard

D. Brooks is a study of the participating states which include Indiana, Michigan, Minnesota, Ohio and Wisconsin. A seven-state project edited by Bernarr S. Furse and Lyle O. Wright was based on the participation of Colorado, Connecticut, Iowa, Texas, Utah, West Virginia and Puerto Rico.

## General Planning Concepts

The need for systematic continuous long-range planning for effecting improvements in all aspects of life is receiving greater consideration, attention and acceptance. The emergence of a planning profession has been a result of the need for rational and systematic methods of analysis, interpretation and synthesis of alternatives for both governmental and private actions related to problems and opportunities inherent in growth and change. Planned change rather than spontaneous decisions can help to offset many of the difficulties that are encountered in society by enabling adjustments to be made before serious problems arise.

To anticipate the magnitude and characteristics of change and to prepare alternatives for action requires a planning process. The planning process concerns itself with the consequence of historically rooted trends, the results of present and future decisions and randomness of unanticipated events. Thus, an estimate of the future situation will be the result of: prediction based on projection of present trends, choice of goals and an estimate of the extent to which they will be realized and estimates of the probabilities of various possible and relevant events.

State planning and the executive budget are the only existing means that attempt to correlate all demands and needs of the people, the legislators and the public officials. Planning is accepted, almost without question, as a vital activity for state departments of education. Although definitive criteria for achieving or assessing stated goals in higher education are lacking, budget and program review have become the primary means of implementing master plans.

State departments of education have established administrative networks which can be used to implement or selectively modify educational goals and priorities. Effective liaison to other state agencies can be similarly carried out to insure coordinated focus on broader programs which are multidimensional in nature. Thus, the state educational agency is the legitimate seat of educational power and responsibility in each state. The state departments of education strategic "crossroads" position should facilitate planning as its most important activity. However, improved planning capability by state education agencies is necessary if desired coordination is to be achieved.[1]

Since educational planning is not likely to exist in isolation from other functions of the agency, or apart from the total comprehensive planning processes of the state, educational planning must also be connected with planning in other areas of public administration. To facilitate common understandings as to the scope and type of planning being discussed, the following definitions are presented:[2]

---

[1]Buchmiller, Archie. Central Comprehensive Educational Planning: A Role for State Educational Agencies. Madison: Wisconsin Department of Public Instruction, 1969, p. 9.

[2]Ibid., p. 10.

Comprehensive planning. In public administration, comprehensive planning may commonly be held as the total scope of all planning activities in the public sector. This would infer an overall coordination of all government activity, not only that of education. Therefore, the state educational agency should qualify the special use of this term by including "educational" with the term "comprehensive" recognizing that this includes only the program scope over which the agency has authority and responsibility.

Central planning. Central planning should be identified as a unique specialized function in an agency. Central planning infers, within an individual agency setting, the location near the executive head of the agency. It also is primarily involved in functions which relate to the broad goals, policy and purposes of the agency. The role of central planning should be cast in such a way as not to duplicate implementation and operational planning at the subunit and program level.

Coordinated planning. Primarily, the overriding implication of the word "coordinated" within an agency most directly relates to central planning organization and efforts. Coordination also implies that program and suborganizational units within the state agency are involved and that cooperation between these subunits is needed to avoid duplication of activities and efforts.

## Comprehensive Educational Planning

Comprehensive educational planning requires coordination of the planning efforts of the various bureaus or divisions within the state education agency. Historically, the bureaus and divisions have undertaken extensive planning and must continue to do so. However, the plans developed by bureaus and divisions must be compatible with the state's comprehensive plan for education.

It is not uncommon that instances of plans being developed by one bureau or division independently of the other divisions of the agency arise which may duplicate or even be in contradiction to other agency plans. Therefore, for planning to be comprehensive, provision must be made for coordination of planning in an agency. Such coordination appears to be most likely to happen when the coordination of comprehensive educational planning has been formally assigned to a specific planning unit within an agency. This does not mean that such a unit would undertake all planning for the agency but rather, it would encourage better planning by subunits of the agency, directed toward common goals.

The availability of many educational methods and technologies to support the new methods lends feasibility to a depth and quality of educational planning never before available. If the potential of their value is to be realized, it will be best promoted through a careful reappraisal of the educational system in whole and in part. A comprehensive planning capability can be the vehicle for such a task.

Comprehensive educational planning is, then, a process to produce valid information of alternative courses of action, together with predicated

consequences of such alternatives to aid decision-making by those engaged in educational policy formulation and administration. The process should be capable of providing information relative to any educational problem and should incorporate self-renewal and updating as essential features.[3]

The rapid change in modern society places an increasing burden on public education to improve its capability to plan effectively and efficiently, in order to respond to individual and societal needs. An aware, sophisticated public has increased its expectations of its institutions. Subsequently, pressures are placed on education to utilize modern planning techniques and technology to provide radical solutions to social problems. Many state educational agencies in response to these pressures have developed mechanisms within the agency which provide them with a capability for continuous comprehensive and coordinated planning for change.

There is a need at all levels of public education for systematic continuous long-range educational planning based upon a defensible rationale for educational improvement. However, as the tempo of change increases and there is an escalation in the societal demand for a better future, the need for order and good judgment increases. The education system represents a special mechanism for developing the human capabilities that are demanded by these changes.

With the rapidly advancing technology in business and industry, the shifting societal mores, and the shrinking of the world through communication and transportation advances, the education systems must continually ask themselves what kinds of citizens they should be developing. The traditional pattern in our education systems is probably inappropriate to people who will be our future leaders. Consequently, it is not reasonable that education systems should fail to look at the future in order to be able to anticipate at least a better process through which the citizens of tomorrow might be educated.

In almost every nation, the schools and institutions of higher learning are considered among its most important agencies or organizations because of the potential contributions of education to the well-being and progress of the people. But any education agency, institution or organization that fails to adjust to the needs of a changing society will either be significantly modified by the society itself or may even be replaced by a new kind of agency or institution.[4]

If the state education agency is to assume a bona fide leadership role in education, it must move away from the historic organizational and operational concerns to new leadership and service activities that are less

---

[3]Wolvek, Joe. Comprehensive Planning in State Education Agencies. Iowa Department of Public Instruction, Des Moines, 1968, p. 9.

[4]Morphet, Edgar and David L. Jesser. Emerging State Responsibilities for Education: Improving State Leadership in Education, Denver, 1970, p. 1.

bureaucratic, less regulatory, less bound by traditions and structures, and more concerned with planning development and change. Therefore, state education agencies should develop, or provide leadership in developing, at least three kinds of interrelated goals and policies: (1) those relating to its own organization and operation, (2) those pertaining to the organization and operation of the education program in the state and (3) those pertaining to its relations with other agencies, institutions and organizations within and without the state. Since each state is basically responsible for the provisions for education within its borders, each state, therefore, should be expected to assume the major responsibility not only for developing defensible and viable plans for the organization and support of education, but also for providing the leadership and services that are essential for planning and effecting improvements in education.[5]

Central Higher Education Planning

Planning has become the central concern of formal coordinating agencies and increasingly of statewide governing boards. It is viewed as the principal process by which critical decisions are made about the future of post-secondary education. However, among colleges and universities there is an unresolved conflict between the recognized necessity of long-range, large-scale planning at the state and federal level to preserve educational diversity and on the other hand, the implied threat of such planning to that very diversity. One cause for this conflict in the minds of educators is that in practice there has been a failure within the state to adequately distinguish between planning, coordination and control.[6]

State systems organized with a network of interdependent institutions produce an inevitable tension between the competing interests of the total network and those of its component parts, a phenomenon commonly phrased by educators as the tension between central authority and local campus autonomy. However, state networks share a common set of planning problems about which critical decisions need to be made: the determination of statewide goals for higher education, the establishment of patterns of cooperation among institutions, the allocation of resources consistent with long-range plans and the promotion of innovation and change throughout a system. The idea of state planning for higher education, therefore, is gaining substantial acceptance. The obvious reasons of numbers and expense are two factors which call for a careful determination of policy which did not seem necessary before. The result is a demand for state planning in this vital field of state government activity.

In discharging their responsibilities to the public, as well as to colleges and universities, state planners develop alternatives that might reduce costs and recommend the establishment of facilities and programs in areas of state need. There is also the encouragement of innovative approaches to make higher education more readily available and responsive to the diverse needs of a number of citizens. Thus, planning and coordinating

---

[5]Ibid., p. 20.

[6]Academy for Educational Development Inc. Toward an Agenda for a National Planning Effort in Higher Education, Washington, 1969, p. 6.

techniques go beyond the mere avoidance of waste and look to the larger purpose of meeting the state's needs.

Implementation

The concept of planning to eliminate deficiencies and to provide for the improvement of education has gained rather widespread sentimental approval, but only limited support in terms of the financial and other resources needed. Too often many citizens, including some legislators and educators, seem to assume that defensible plans can be developed in a short time by a few people who can get together and readily come up with "a plan" that will resolve all of the problems. This is, indeed, a naive concept of what modern planning involves.[7]

In reality, planning is a complex systematic process that involves many difficult and interrelated activities including: ascertaining in detail present problems and unmet and emergency needs; identifying and stating clearly appropriate long-range goals; determining feasible alternative policies and strategies for attaining the goals and the advantages and disadvantages of each; selecting the best (most defensible) alternatives; establishing priorities and sequential steps; determining and marshalling the necessary resources and deciding upon the most appropriate procedures needed to implement various aspects of the plan.

A plan can be defined as an operational structure designed to overcome the difficulties anticipated in moving from the present to the future. Before this structure can be built, there must be a clear definition of where one is and where one wants to go. Therefore, before launching any change effort, there should be full awareness of the past history and traditions which surround established practices and detailed knowledge of the resources needed to implement a new program successfully. Constraints or barriers may take the form of laws, established traditions, attitudes or any forces which work in behalf of the status quo.

Some aspects of the role and functions of the state education agency are prescribed by the legislature in most states. Other functions, however, must be identified, described and implemented by the agency itself. An important example of the latter relates to the role and responsibility of an agency in planning its role, functions, services and procedures if it is to provide the necessary leadership in planning and effecting improvements in education.

If planning is to bring about beneficial change and help to avoid the perpetuation of outmoded policies and practices, this concept implies that planning is to be followed by implementation and evaluation. It is assumed, therefore, that those who are involved in the details of planning will be closely related to decision-makers at all levels. It would not be safe to assume that good planning will necessarily result in quick decisions that support the recommendations of the planners. It would be more logical

---

[7] Op. cit. Morphet, p. 74.

to expect that the presence of planning, with the resulting increase in the quantity and quality of information with which to make decisions, is almost certain to create some new problems and require some important adjustments.

Some of the difficulties encountered in the early implementation of planning by business and corporate management were: (1) initial resistance (particularly from weak or ineffective divisions) to evaluation and structured, efficient planning techniques, (2) resistance caused by fears that the planning unit would "take over" decision-making, (3) rejection or poor implementation of proposed plans and designs because of ignorance or misunderstanding of the planning methods and (4) isolation of the unit from the "action" or implementation of the plan.[8]

Proposed solutions to the above planning difficulties are: (1) initial projects for the unit in highly visible areas, working with divisions that are positive toward planning, (2) in-service training for department personnel in advance planning methodology, both to improve their own planning and to aid their understanding and acceptance of the planning unit and (3) design of an organizational context within which the planning unit functions to prepare proposals for decision-makers and to guide implementation of the plan.[9]

In order to facilitate the implementation of planning, the Colorado State Education Agency has established the following basic principles of planning:[10]

1. The planning process helps make decisions; it does not make decisions.

2. The planning process is best approached objectively, but the final decisions about national goals and the general welfare are necessarily a subjective matter.

3. The single solution for a given problem is the exception rather than the rule; the rule in most problem-solving situations is that several solutions will suggest themselves.

4. Realistic planning is reasonably flexible.

5. Educators must accept both the inevitability and the acceleration of change.

---

[8]Londergan, Susan. Establishing an Educational Planning Unit for Delaware Department of Public Instruction, Delaware Department of Public Instruction, Dover, 1969, p. 9.

[9]Ibid., p. 10.

[10]Furse, Bernarr S. and Lyle O. Wright. Comprehensive Planning in State Education Agencies: A Seven State Project. Salt Lake City: Utah State Board of Education, 1968, p. 2.

6. Readiness for change doesn't happen, it must be encouraged.

7. There can be change without improvement, but not improvement without change.

8. Purposeful change has both force and direction.

9. Educational planning is a cooperative process with centralized leadership.

10. One agency planning for another is almost certain to be ineffective.

11. Planning by state departments of education coordinates state efforts towards statewide goals.

12. State and local capacity for long-range planning should be increased.

13. Specific personnel should be assigned specific responsibilities for long-range planning.

14. Brush-fire tactics are most costly than preventive strategies.

It would, however, be innocent and naive for planners to believe or expect that the implementation of plans will be settled in places other than the political arena. Since state planning is a process of determining policies and programs of governmental action, and since governmental politics determine who shall exercise power and for what purpose, governmental planning is necessarily involved in politics. However, planning is not necessarily identified with any particular point of view and can be a more objective, substantiated technique of management than other procedures and less likely to be manipulated to express favoritism.[11]

Although education has been defined as being nonpolitical, it does operate in and through the body politics in the general sense at all levels; local, state and national. To gain support, it is necessary for the education system to inform appropriate individuals and groups of education's purposes and programs, its hopes and frustrations. The state education agency should be in the best possible position to contact and inform the largest numbers and varieties of such individuals and organizations about the strengths, weaknesses, ideals and aspirations of the state's education system.

---

[11]Millett, John D. "State Planning for Higher Education." Educational Record, Summer 1965, p. 224.

## Planning Techniques

The governing board in each state is the ultimate planning agent. In Pennsylvania, the State Board of Education reviews policies, standards, rules and regulations formulated by its two councils--the Council of Basic Education and the Council of Higher Education. It also adopts broad policies and principles and establishes standards governing education of the Commonwealth. New policies proposed by the State Board of Education not based on existing legislation must go to the legislature for legal enactment. The Council of Higher Education develops a master plan for higher education and sets standards for granting certificates and degrees, reviews budget requests of institutions of higher learning and conducts research studies and investigates programs as may be necessary to formulate policy proposals. The council's responsibilities also include the development of policy proposals for community colleges and technical institutes.

A survey of states indicates that staff planning units are being developed in order to establish an appropriate mechanism in the state education agency for the development of systematic and comprehensive plans for review by governing boards. The location of such a unit in the staff structure is very important for if the unit is to provide coordination, it should have status and freedom from operational responsibilities. Supporters of comprehensive education planning regard planning as too important to be relegated to a secondary responsibility level. Those individuals who are designated as members of a planning coordination unit should not be expected to also function in the day-to-day operational aspects of the agency, for typically the day-to-day operations with their many aspects of crisis management would take precedence over a planning function.

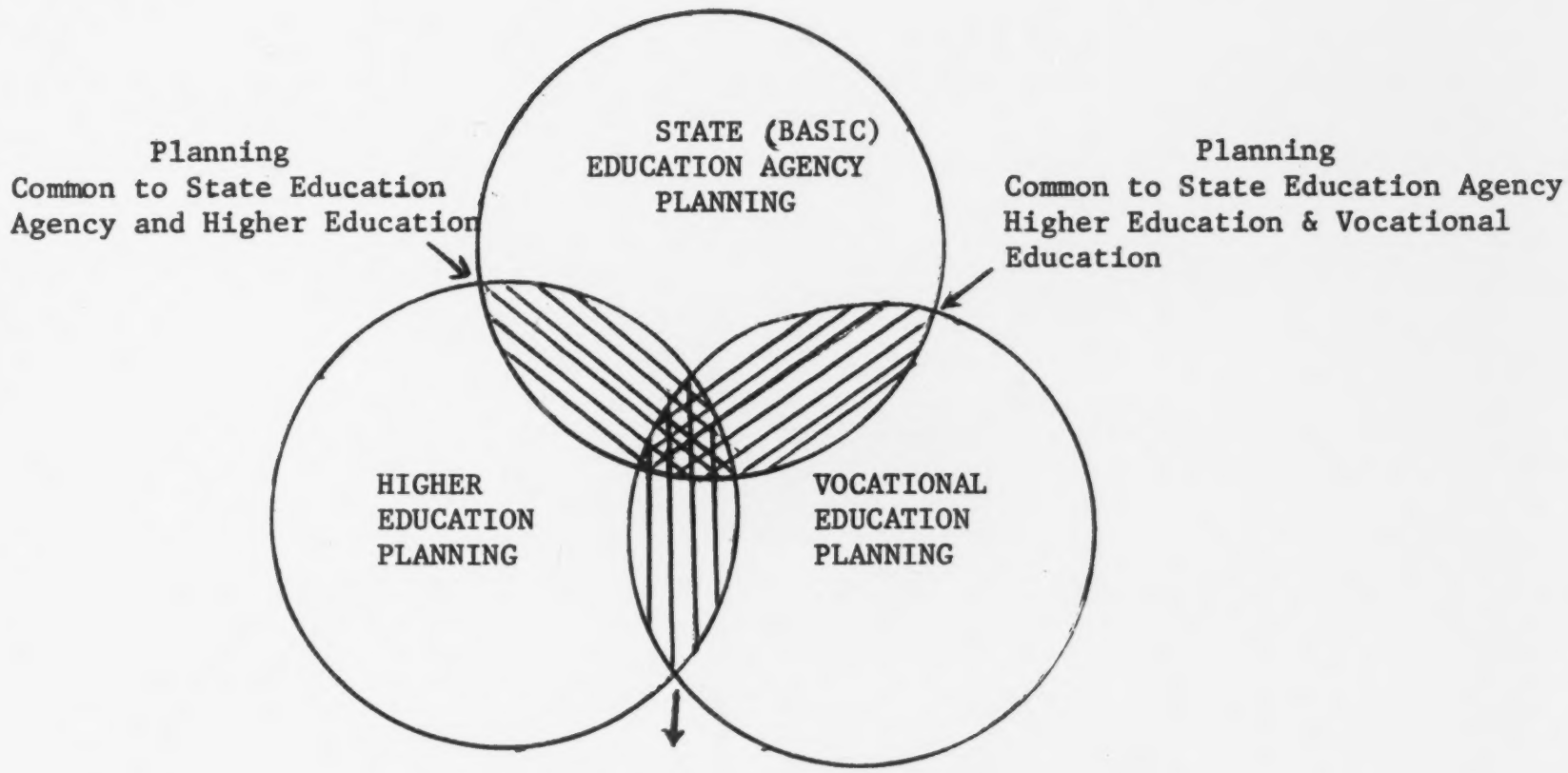
A planning mechanism does not make decisions or put them into action, but increases the strength and effectiveness of the decision-makers by collecting, ordering and analyzing the information needed to make effective decisions, to translate them into action and to evaluate their success. However, since educational planning has been systematically developed only in recent years, recommended structures and techniques are based on planning theory instead of validated in an experimentally controlled situation.

The complexities and proprieties involved in statewide planning are so great that any standardized approach to such planning by the states would be inappropriate. The mechanisms to be employed in planning are best determined by the states themselves due to the varied organizational, political and legal circumstances among the several states. Higher education planning cannot be viewed as a separate entity as it is naturally integrated with vocational education planning, as well as being an essential element of the state education system. (Figure 1)

Individual states evaluate and adjust their planning mechanisms to determine the optimal pattern to fit particular characteristics (size of the education agency, sophistication of the personnel in planning techniques and objectives and priorities). Some departments utilize advance planning techniques to analyze agency needs and to delineate solutions. These techniques require that: problems be defined, objectives quantified, priorities set, flow charts or PERT networks established, cost-benefit analyses explored and an eventual design of both a planning mechanism and a system for evaluation and renewal of the mechanism. A diagram of a typical systems approach to planning is presented on the following page. (Figure 2)

Figure 1

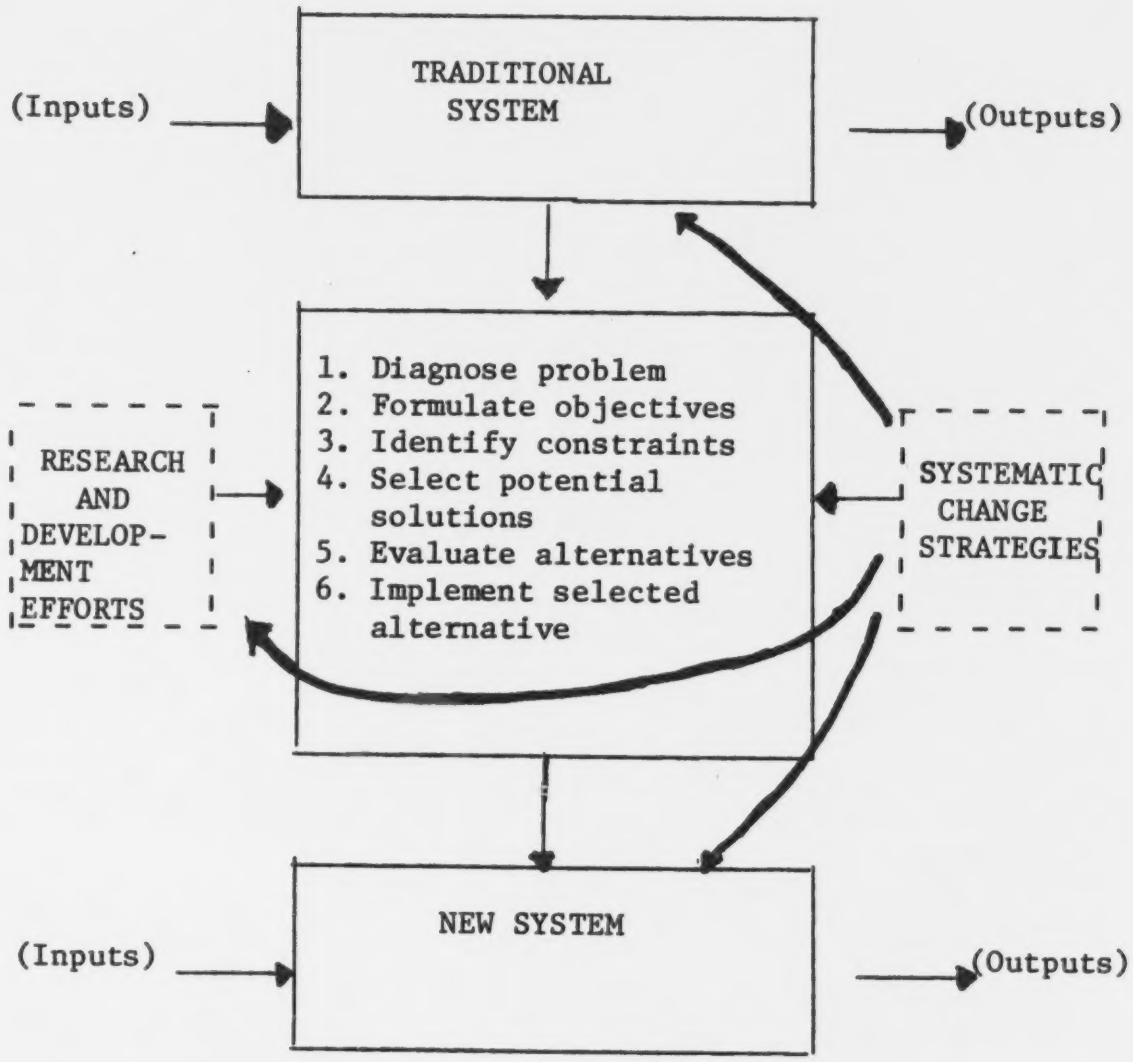
STATE-LEVEL EDUCATIONAL PLANNING LIAISON[12]




[12] Op. cit., Furse, p. 36.

Figure 2

SIX STAGES FOR PLANNED CHANGE[13]




[13]Bushnell, David S. "A Systematic Strategy for School Renewal." Educational Technology, February 1972.

Brief explanations of planning techniques follow:

Benefit cost analysis. A quantitative method designed to assist decision-makers to select the most efficient trade-offs between financial resources and competing programs. The total cost of each program, both direct and indirect, is estimated and the programs may be evaluated in terms of the advantages, outputs, or results (benefits), both short-range and long-range, which each is estimated to have. These estimates are expressed quantitatively. Since both program costs and their benefits have specific values, several alternative courses of action may be systematically compared and evaluated.

NCHEMS at WICHE. The Western Interstate Commission for Higher Education (WICHE) is a public agency through which 18 western states cooperate on higher education projects. The management systems division, through HEW and Ford Foundation funding, has been changed to national status and is now called the National Center for Higher Education Management Systems (NCHEMS) at WICHE. The center has developed a simulation model for examining the effects of change in institutions of higher education.

PERT. Program Evaluation and Review Technique is a set of principles, methods and techniques for effective planning of objective-oriented work, thereby establishing a sound basis for effective scheduling, costing, controlling and replanning in the management of programs. It employs a product oriented work breakdown structure, a network flow plan, elapsed time estimates identification of critical paths in the networks, a schedule and an analysis of the interrelated networks and other components.

PPBS. The Programming-Planning-Budgeting System systematizes the (1) appraisal and comparison of various government activities in terms of their contributions to objectives, (2) determines how a given objective can be attained with a minimum expenditure of resources, (3) projects government activities over an adequate time horizon, (4) compares the relative contributions of private and public activities to stated objectives and (5) allows for continuous revision of objectives, programs and budgets in the light of experience and changes in circumstances.

Simulation. Simulation is an abstraction or simplification of an actual situation. In a broad sense, any model is a simulation since it is designed to replicate some existential condition. More commonly, however, the term is used to signify the computerized technique of rendering a hypothetical situation into quantitative units for analysis.

Therefore, an appropriate technical component should be incorporated into the planning mechanism that will enable its planning to be based upon a systematic and valid study of education. The fact is that planning and effecting needed changes in education ought to be based, insofar as practicable, on research studies and findings. This concept does not mean that urgently needed decisions can or should be postponed until conclusive evidence is available from research, but rather that, insofar as possible, research should be so planned and conducted that the findings will be available for utilization when important decisions need to be made.[14]

---

[14] Op. cit., Morphet, p. 135.

Studies of state education agencies do not specify one standard optimal size for a planning unit staff. The size of units varies according to the particular characteristics and planning needs of the state education agency. The staffs of planning units range from a minimum of 4 to a maximum of 18. The consensus of the literature stressed the necessity for a minimum of three persons to form the nucleus of a separate planning unit.[15]

In all cases the state planning unit (whether planned or proposed) discussed in the review of studies, is a comprehensive educational planning unit, including both basic and higher education. However, there were no distinct references to internal staffing for a higher education segment for educational planning. Therefore, direct contact was made with several states neighboring Pennsylvania to pursue inquiry regarding the specifics of higher education planning.

New York initiated a higher education planning unit in 1962 with a staff of two professionals. The staff grew to 10 members when facility planning became a function of the planning unit. In 1967, the office of higher education was formed with an assistant chancellor responsible for planning. Initially, the planning emphasis was on budget preparation but has since concerned itself with other aspects of planning. There are three staff members in the New Jersey planning unit.

The existence of separate higher education planning units is not documented in the literature, but the function of higher education planning is being carried out within the office of the Chancellor of Higher Education in such states as California and Illinois.

It may seem that the staff is limited if the procedural recommendations discussed are implemented. However, the staff of the planning unit constitute the change agent whereby ideas and information are elicited from all relevant constituents. Planning, in particular, is vulnerable to dysfunction when the practice of getting more and more people together to talk about a problem over and over again is utilized. This practice tends to cause dishevelment and disillusion, not planning.[16]

Although education generally appears to be falling short of current demands, enough elements of change (some already demonstrated and others now emerging) exist to make sweeping and revolutionary changes both possible and feasible. These components often exist in comparative isolation, while those changes which do occur are usually relatively minor and made on the basis of one or two at a time. Yet, if it were possible to bring all the available bits and pieces together through planning, it is conceivable that the education system and process could be completely redesigned.

---

[15] Op. cit., Londergan, p. 19.

[16] Op. cit., Furse, pp. 18-19.

## Evaluation of the Planning Process

Even if there may not be a common consensus as to the role and function of planning, this should not be a deterrent from seeking ways to improve the planning process to effectively anticipate the future, to focus on critical points which influence the direction of change and to develop alternative methods to attain desired goals. Planning, to be effective, must challenge the institutionalization of the status quo in order to achieve greater relevance to meet the needs and expectations of society along with improved ability to focus on crucial issues which trigger or direct activities toward the achievement of broad goals.[17]

In most cases, planning is a process which takes change into account, rather than ignoring it. Although short-term prediction is more reliable than long-term prediction, unexpected events may alter even short-term predictions. The purpose of planning is to minimize accidental change and to maximize intentional change. Organizations change because of the force of circumstances and because of the future-oriented plans that are made. Determining which approach causes change is a false question and the more interesting issue of how planning and the constraint of circumstances interact.

The necessity and the force of changing circumstances allow the possibility for creative planning, but do not always generate the reactions necessary to alter traditional processes. Linking action to planning necessitates, as the first important consequence, that those who have the authority to act must be involved in and, in reality, do the planning, for only those plans will get acted upon which have the commitments of those who must carry them out.

In the state of New York, a consulting agency was engaged to do a study of the existing arrangements in the education department and to make recommendations for reorganization. Although the study cost $100,000, involved considerable time and many department personnel and resulted in lengthy reports, virtually nothing happened as a result. Since the study was an external effort, there was not much commitment to it and, hence, there was no commitment to see that its recommendations were carried out. Department staff were treated as subjects of the study, rather than partners in an important improvement effort. This example illustrates the planning assumption that only those plans will be effective which have the commitment of those who must carry them out.[18]

Another way of viewing the action approach is to contrast it with another feature of planning as it is often practiced. In traditional planning, much attention is given to needs assessment, goal setting and plan making. Often, after the list of assessed needs has been drawn up, the goals formulated and the reports written, nothing happens. The reason afforded is that the change-over process between the goal and the present behavior is neglected. People

---

[17] Op. cit., Buchmiller, p. 9.

[18] Op. cit., Kurland, p. 61.

may say that they want to change, but unless there is a capacity to change, little will occur except heightened frustration at the inability of the organization to accomplish its goals and meet the assessed needs.

Improved planning capability by state departments of education is necessary if desired coordination is to be achieved. The development of planning capability and roles in the state education agency fortunately can build on the experience gained in public and private administration in the past. Educational planning must be seen as an integral component of the public services with close relationships to other sectors of public and private administration. The planning process is not a solution to problems, but is rather a process to provide the most valuable information and interpretations on which to make decisions relative to establishment of goals and evaluation of the effectiveness of the goal-oriented activities.

## BIBLIOGRAPHY


Abrahams, Louise. State Planning for Higher Education, The Academy for Educational Development, Inc., Washington, December 1969.

Academy for Educational Development, Inc. Toward an Agenda for a National Planning Effort in Higher Education, Washington, 1969.

Baldridge, Victor J. Images of the Future and Organizational Change: The Case of New York University, Stanford Center for Research and Development in Teaching, Stanford, 1970.

Beckman, Norman. AIP Statement on National Growth and Development Policy, Advisory Commission on Intergovernmental Relations, Circular A32, Washington, D.C., April 1968.

Bell, Thomas O., Rex W. Hagans, Ronald R. Harper, John E. Seger. A System of Comprehensive Educational Planning and Evaluation, Northwest Regional Educational Laboratory, Portland, 1971.

Berdahl, Robert O. Statewide Coordination of Higher Education, American Council on Education, Washington, D.C., 1971.

Boyer, William H. "Education for Survival," Phi Delta Kappan, January 1971.

Brooks, Richard D. Comprehensive Planning in State Educational Agencies, Madison: Wisconsin Department of Public Instruction, 1968.

Buchmiller, Archie. Central Comprehensive Educational Planning: A Role for State Educational Agencies. Madison: Wisconsin Department of Public Instruction, 1969.

Bushnell, David S. "A Systematic Strategy for School Renewal," Educational Technology, February 1972.

Chambers, M. M. Higher Education in the Fifty States, The Interstate Printers and Publishers, Inc., Danville, Illinois, 1970.

Comprehensive Planning for Postsecondary Education, Education Commission of the States, Denver, Colorado, April 1971.

Cruse, Keith L. The Evolution of Planning in the Texas Education Agency, Colorado State Department of Education, Denver, September 1970.

Dressel, Paul L. and Associates. Institutional Research in the University, Jossey-Bass Inc., Washington, 1971.

Freedman, Stephen A. and James R. Swanson. A Model for Planning Education, Tallahassee: Florida Department of Education, 1969.

Functional Flow Diagram for Planning, Designing and Implementing an Assessment of an Educational System's Needs and Goals, Iowa Department of Public Instruction, Des Moines, 1971.

Furse, Bernarr S. and Lyle O. Wright. Comprehensive Planning in State Education Agencies: A Seven State Project, Salt Lake City: Utah State Board of Education, 1968.

Glenny, Edward, Lyman A. and George B. Weathersby. Statewide Planning for Post-secondary Education: Issues and Designs, National Council for Higher Education Management Systems, Boulder, Colorado, September 1971.

Gove, Samuel K. Statewide Systems of Higher Education Studies: A Summary, Educational Commission of the States, Denver, Colorado, November 1968.

Guba, Egon G. A Model of Change for Instructional Development, National Institute for the Study of Educational Change, Bloomington, Indiana, 1968.

Harris, Seymour E. Higher Education Resources and Finance, McGraw-Hill Book Company, New York, 1962.

Kimball, Wiles. Supervision for Better Schools, Prentice-Hall, Inc., Englewood Cliffs, 1955.

Kurland, Norman D. "Changing Management Approaches in a Large State Education Department," Educational Technology, February 1972.

Linvill, William. Systems Planning Approach to Educational Research Planning, U.S. Office of Education, Washington, D.C.

Londergan, Susan. Establishing an Educational Planning Unit for Delaware Department of Public Instruction, Delaware Department of Public Instruction, Dover, 1969.

Ludka, Arthur P. Planning in the Colorado Department of Education to Facilitate Improvements on Education, Colorado State Department of Education, Denver: September 1970.

McLure, William P. Statewide Techniques for Survey and Analysis of Education Needs, Director, Bureau of Educational Research, University of Illinois, Urbana, Illinois.

Mayhew, Lewis B. Colleges Today and Tomorrow, Jossey-Bass Inc., San Francisco, 1969.

Millet, John D. "State Planning for Higher Education," Educational Record, Summer 1965.

Moon, Rexford G. National Planning for Education, Academy for Educational Development, Inc., Washington, D.C., June 1970,

Morphet, Edgar and David L. Jesser. Emerging State Responsibilities for Education, Colorado State Department of Education, Denver, 1970.

Morphet, Edgar, David L. Jesser and Arthur P. Ludka. Planning and Providing for Excellence in Education, Colorado State Department of Education, Denver, 1971.

Palola, Ernest G, Timothy Lehmann and William R. Blischke. Higher Education by Design: The Sociology of Planning, Center for Research and Development in Higher Education, Berkeley, 1970.

State Board of Education, Commonwealth of Pennsylvania, Harrisburg, 1971.

Vermont Design for Education, Vermont Department of Education, Montpelier, 1968.

Watson, Coral Lee. Proposal for Establishing a Department of Public Instruction Research Information Center. Dover: Delaware Department of Public Instruction, 1969.

Weathersby, George B. Educational Planning and Decision Making: The Use of Decision and Control Analysis, University of California, Berkeley, 1970.

Wolvek, Joe. Comprehensive Planning in State Education Agencies, Iowa Department of Public Instruction, Des Moines, 1968.